



CHRISTIAN COMMUNITY

LEGISLATIVE SUMMARY—87TH CONGRESS, FIRST SESSION

By Lewis I. Maddocks

The first session of the 87th Congress, which came to a close on September 17, was marked by a heavy output of legislation. The following report is an attempt to summarize what was accomplished during the eight and one-half month session and what matters have remained for consideration by the second session which convenes on January 10, 1962. Obviously only the major pieces of legislation can be treated in the limited space which is available. Much of the information which follows was obtained from the September 22 issue of the *Congressional Quarterly* and the October 10 issue of the *Congressional Record*.

Domestic Affairs

AREA REDEVELOPMENT

Under the Area Redevelopment Act, Congress authorized a 4-year program of \$300 million in loans and \$151 million in grants for industrial plants and public facilities in economically depressed areas both urban and rural. Loans to private projects are limited to 25 years and to 40 years for public facilities. The Act also authorizes the establishment of an administration in the Department of Commerce with an 8 member advisory board.

MINIMUM WAGE

President Kennedy requested Congress last February to raise the minimum wage to \$1.25 per hour and to extend wage-hour coverage to an additional 4.3 million workers. The House voted to raise the minimum to \$1.15 an hour and extend \$1 per hour minimum to 1.3 million retail workers. After the Senate passed a bill substantially similar to President Kennedy's requests, a conference committee voted to approve the Senate version, to which the House and Senate agreed on May 3. The resulting legislation which the President signed raised the minimum wage to \$1.25 per hour (to be reached in steps varying from two to four years) and extended the wage-hour provisions to an estimated 624,000 additional workers.

AID TO EDUCATION

Although President Kennedy's request for a general aid to public education bill was rejected by the House, an aid-to-education bill finally passed after one of the most vehement debates in many years

on this highly controversial matter. On September 18, Congress extended for two years the program granting approximately \$300 million per year in federal funds for the construction and operation of schools in areas "impacted" by federal activities and the National Defense Education Act which contains several programs designed to improve the teaching of sciences, mathematics, and foreign languages. The estimated cost of the latter program is approximately \$250 million per year. Since these provisions were regarded as important levers in the passage of a general public school aid bill, the two-year extension makes the passage of the general bill unlikely in 1962. Solid conservative opposition, the religious controversy, plus mishandling by school aid proponents are considered as reasons for the failure to pass a public school aid bill this session.

SOCIAL SECURITY

Along the lines requested by President Kennedy, Congress passed, on June 29, a bill which expanded the Social Security program. It provides that men as well as women can collect benefits on a reduced basis at 62. It also increases the minimum benefits from \$33 per month to \$40 and increases the benefits a widow may receive from 75 per cent of the husband's benefits to 82½ per cent. Eligibility requirements were also liberalized. These improvements are to be paid for by an increase in Social Security payroll taxes by ⅛ of 1 per cent for both employers and employees.

HOUSING

Under the Housing Act of 1961, Congress authorized nearly \$5 billion for a

2-year experimental plan of low interest rate, 35-year mortgage loans for middle-income housing. The Act requires a 3 per cent down payment on low income housing. It also authorizes \$75 million for mass transportation systems and \$50 million for "open space" development grants. The Act also includes a reauthorization of approximately 100,000 public housing units. Title V of the Act is of particular benefit to those in migrant farm labor. There are aids under this title for new farm housing in the form of direct and insured loan programs. Direct loans can be made to owners of real estate by the Secretary of Agriculture over a repayment period of up to 33 years at an interest rate up to 4 per cent per year. The Secretary may also insure commercial loans for domestic farm workers housing to farm owners, associations of farmers, states or political subdivisions thereof, or public or private nonprofit organizations. The maximum interest rate on insured loans is 5 per cent per year. Here there is a repayment period not to exceed 33 years.

AID TO DEPENDENT CHILDREN

Another anti-recession measure was that authorizing a 14-month program,

LOOKING AHEAD

February has become a tradition in the United Church of Christ—as the Month of Emphasis for Christian Social Action. Pastors, church councils, consistories, and social action committees will use this opportunity to inform their congregations of our denominational social action program, to stimulate social education and action within the local church, and to encourage gifts from individuals and groups for the support of the Council for Christian Social Action.

The CCSA has in preparation a new leaflet entitled, *The Council for Christian Social Action: What it Is and What it Does*, which will be available for wide distribution in our churches.

An order form for this and other helpful material is enclosed with this issue of CHRISTIAN COMMUNITY.

from May 1, 1961 through June 1962, of aid-to-dependent children. This program permits states to aid needy unemployed parents and their children who are not now eligible for aid in which the Federal Government participates.

CRIME AND JUVENILE DELINQUENCY

Congress passed a series of bills proposed by Attorney General Robert Kennedy to curtail racketeering. Among them were bills which forbid the use of interstate transportation facilities in the furtherance of illegal gambling, prostitution, liquor or narcotics business; prohibit the use of interstate wire communications facilities to further an illegal gambling business; ban the interstate transportation of wagering paraphernalia used for illegal betting pools; expand the Federal Firearms Act; and make the Fugitive Felon Act applicable to any felony. On September 11, the Juvenile Delinquency and Youth Offenses Control Act of 1961 was sent to the President. It authorizes \$10 million per year for a three-year program of pilot projects and training as a total attack on the problem of juvenile delinquency.

CIVIL RIGHTS

The only civil rights legislation passed this session was the two-year extension of the Civil Rights Commission which permits it to continue in operation until November 30, 1963. Congress also voted to appropriate \$888,000 to the Commission for fiscal 1962.

NATIONAL SECURITY

The President was granted authority until July 1, 1962 to call to active duty 250,000 ready reservists. The Secretary of Defense was granted authority to extend enlistments, appointments, and other service obligations up to 12 months, which would otherwise expire on July 1, 1962.

Under a military procurement act, Congress granted authorization of a \$12.4 billion program for aircraft, missiles, and naval vessels for fiscal 1962. Additional funds were authorized to provide for equipment to improve the non-nuclear defense capabilities of the Army, Navy, and Air Force.

Congress also authorized \$831 million for construction and improvement projects at military bases at home and abroad, including missile sites and nuclear submarine bases. In addition, Congress authorized \$1,784,300,000 for the National Aeronautics and Space Administration.

The overall amount appropriated for the armed services and civil defense during fiscal 1962 totalled \$46,662,556,000,

which is \$6.4 billion over fiscal 1961. \$207 million of that amount has been earmarked for civil defense surveys and projects.

AGRICULTURE

Among many provisions of the Feed Grains Program are the following: Price supports for corn (to which other feed grain supports are tied) may be raised by the Secretary of Agriculture from \$1.06 to \$1.20 per bushel. Farmers are eligible for such supports only if they agree to reduce corn and grain sorghums by 20 per cent of their 1956-60 acreage (or by 20 acres, whichever is greater.) The area withdrawn from corn and grain sorghum use is to be devoted to conservation practices unless otherwise designated by the Secretary of Agriculture.

In August Congress passed the omnibus farm bill, which gives the President the tools he asked for to cut back acreage of wheat and feed grains on the 1962 crop plus authority to use marketing orders and agreements against the increasing surpluses of other commodities.

Under this Act the Secretary of Agriculture is authorized to consult with farmers, farm organizations, and other groups to develop new farm programs.

Another statute provides a temporary 1-year program authorizing the sale of Government surplus corn and feed grains to needy farmers and ranchers in drought areas at 75 per cent of Government price-support levels.

Farm credit laws were also liberalized by permitting installment payments on Federal land bank loans to be scheduled more frequently than semiannually if the borrower desires, by permitting Federal land bank loans to be made to corporations set up by farming families—now restricted to persons, and by extending from 5 to 7 years the permissible maturity of intermediate-term loans.

MISCELLANEOUS

Water Pollution: Congress authorized an appropriation of \$570 million through June 30, 1967 for federal grants to aid communities on the construction of sewage treatment plants. The law also provides for \$5 million grants to states on a matching basis for water pollution control programs, to be available through June 30, 1968.

Community Health Facilities: In the Community Health Services and Facilities Act of 1961, Congress increased federal funds to the states for public health services, nursing home construction, and programs for more efficient hospital facilities and outpatient services.

Saline Water: Congress authorized \$75 million over a six-year period for expanding the program of converting salt

and brackish water to fresh water. It extends the 1958 Demonstration Plant Act to 1970.

Indian Affairs: Under the Area Redevelopment Act, Congress provided \$10 million for loans for economic development on reservations. Congress also appropriated, however, \$15 million to build the Kinzua Dam in western Pennsylvania which violates the Seneca Indian treaty of 1794 by flooding Seneca lands.

Unemployment Compensation: In an effort to ease the unemployment problem throughout the country, Congress authorized Federal advances to permit the states to extend unemployment benefits up to an additional 13 weeks for workers who have exhausted their regular benefits during the recession. This provides unemployed workers with benefits up to a total of 39 weeks.

Foreign Relations

FOREIGN AID

One of the final actions of the Congress was the appropriation of \$3,914,600,000 for military and economic aid for fiscal 1962. This is \$338,900,000 less than the total of \$4,253,500,000 Congress had authorized on August 31. The Congress rejected President Kennedy's request for authority to borrow from the Treasury for five years to finance long-term development loans to underdeveloped nations. The final version provides for a five-year authorization with the right to make commitments in advance of appropriations but requires the appropriations to be made annually.

LATIN AMERICAN AID

On May 27 President Kennedy signed HR 6518 which appropriates \$500 million for the Inter-American Social and Economic Cooperation Program and \$100 million for Chilean Reconstruction and Rehabilitation. This \$600 million had been requested by both Presidents Eisenhower and Kennedy.

FOOD-FOR-PEACE PROGRAM

As part of S 1643, the omnibus farm bill (Agricultural Act of 1961) Congress expanded the Agricultural Trade Development and Assistance Act of 1954. Under this program, which was extended to December 31, 1964, the U. S. sells surplus food abroad for local currencies and provides food to overseas areas for disaster relief and economic development.

DISARMAMENT AGENCY

On September 26, President Kennedy signed HR 7118 which established an independent U. S. Arms Control and Disarmament Agency. The Director (William C. Foster, Republican appointed by the President) shall act as adviser to the President but be under the supervision of

the Secretary of State. The agency will have available \$2,017,000 through June 30, 1962 to carry on its activities, largely concerned with carrying on, *inter alia*, research of armaments as well as preparing recommendations on these matters.

PEACE CORPS

On September 21, Congress passed the bill establishing on a permanent basis a Peace Corps to supply teachers and technicians to underdeveloped nations. In the final action on foreign aid appropriations Congress cut \$10,000,000 from the \$40,000,000 which was originally authorized for the purpose.

OECD TREATY

On March 16, the Senate, by a 72-18 vote, approved the treaty joining Canada, the U. S., and 18 European Nations into the Organization for Economic Cooperation and Development.

ALIEN ORPHANS

Under amendments to the Immigration and Nationality Act the alien orphan program was made permanent and proxy adoption was outlawed after September 30. The act also establishes uniform procedures for federal court review of alien deportation and exclusion orders issued by the Justice Department. Another provision permits the issuing of visas on a non-quota basis to spouses, parents, and unmarried children of naturalized citizens and aliens who are permanent U. S. residents.

CULTURAL EXCHANGE PROGRAM

On September 16, Congress completed passage of the Mutual Educational and Cultural Exchange Act of 1961 which greatly expands the program of exchanging teachers, students, artists, athletes, and leaders of various organizations.

Situation In '62

The foregoing is a brief summary of the major pieces of legislation passed during the first session of the 87th Congress. The January 1 issue of *Memo*, the newsletter of the Washington Office of the National Council of Churches, will be devoted to a summary of the major issues expected to be brought before Congress during the 1962 session. Whereas *Memo* is available for a mere \$1 per year, and whereas every person seriously involved in Christian Social Action should be a subscriber, CHRISTIAN COMMUNITY suggests that those interested in learning about what the second session of Congress will be doing as well as keeping up to date on government activity in Washington throughout the year subscribe to *Memo* by sending \$1 to: *Memo*, National Council of Churches, 110 Maryland Avenue, N.E., Washington 2, D. C.

On the assumption that most of the readers of CHRISTIAN COMMUNITY will avail themselves of *Memo* (especially the January 1 issue), only a cursory glance at the 1962 legislative picture will be taken here.

Of President Kennedy's original 16-point program of priorities, eleven were passed by Congress in one form or another. Briefly the eleven are:

1. Extension of unemployment compensation. (PL 87-6)
2. The Feed Grains Act. (PL 87-5)
3. Ratification of the treaty establishing the Organization for Economic Cooperation and Development.
4. Reinstatement of the President's authority to reorganize the Government. (PL 87-18)
5. The depressed areas program. (PL 87-27)
6. Aid to dependent children. (PL 87-21)
7. Minimum wage increase and extension. (PL 87-30)
8. Establishment of 73 new federal judgeships. (PL 87-35)
9. Expansion of Social Security. (PL 87-64)
10. Establishment of the International Travel Service. (PL 87-63)
11. Community Facilities Act providing for Federal Aid to expand community health facilities. (PL 87-395)

UNFINISHED BUSINESS

The five points *not* enacted into law are the following, which will doubtless be matters of much concern in the second session:

1. *Revision of the Battle Act of 1951*, which places an embargo on shipments of war materials from the U. S. to the Communist bloc and penalizes other nations which fail to do likewise by prohibiting military, economic, or financial assistance from the U. S. to them. Under the revisions already passed by the Senate, economic and financial but not military, assistance would be permitted to any nation, other than the Soviet Union or Communist-held areas of the Far East, which exports arms, atomic-energy materials to the Sino-Soviet bloc, upon the President's determination that such assistance is important to the security of the United States. (S. 1215)

2. *Federal Aid to Public Education*: The House turned down a bill passed by the Senate, providing a 3-year program of Federal grants to help local school districts support their public elementary and secondary schools. The bill would authorize \$850 million to be appropriated each year of the program for use by local school districts in:

- Employment of additional public school teachers and increase of teachers' salaries;
- Construction and equipping of public school facilities;
- Other maintenance and operating costs of public elementary or secondary schools;
- Special educational pilot demonstrations or

experimental projects as determined by state educational agencies.

The allotment of Federal funds among the states would follow an equalization formula which is based on the state's relative number of school-age children (5 to 17 inclusive) and relative income per pupil (S 1021).

3. *Aid to Medical Education and Research* (S 1072). The Senate Labor Committee has completed hearings but has not brought this before the Senate. The House Committee on Education has taken no action.

4. *Medical Care for the Aged Through Social Security*. (S 909, HR 4222): The House Ways and Means Committee has held hearings on this matter, but it did not come to the floor. Since the House must act first, the Senate has taken no action on S 909 as yet. This should be a major area of attention during the second session.

5. *Aid for Higher Education*. (S 1241): Action on this matter, which would provide, among other things, for federal scholarships for college education, was postponed due to the fact that the House Rules Committee killed the House bills. This is another issue which should be hotly debated during the second session.

OTHER ISSUES

Other matters in addition to those left over from President Kennedy's original 16-point program of priorities will also involve much controversy during 1962. The most important issues which should be watched are the following:

Migrant Labor: Five bills on migratory labor were passed by the Senate and will come to the House next spring. These provide for improvement in migratory farm labor conditions in the areas of health, education, labor recruitment, child labor, and the establishment of a migrant labor advisory council. (S 1130, S 1124, S 1126, S 1123, and S 1132 respectively). There should also be before both houses six additional bills reforming migrant labor conditions which complete the eleven bill program of Senator Harrison Williams of New Jersey.

Reciprocal Trade: Since the Reciprocal Trade Treaty is due for expiration, debate on its extension is expected to be more heated than in many years because of the growing opposition to competition from products produced abroad. An upcoming issue of *Memo* will consider this matter in some detail.

Five other major matters that will doubtless come up for debate in either or both of the houses of Congress are bills providing for (1) an increase in postal rates (HR 7927); (2) *Refugee Reset-*
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KINZUA DAM PROTEST REJECTED

The Seneca Nation of Indian Americans has been very strongly opposed to the U. S. Engineers' plan to build a dam which would take away a very large part of the traditional lands of this tribe, abrogating a treaty that was made very early in our American history. The Society of Friends and the Friends Committee on National Legislation have taken much of the initiative in arousing the interest of non-Indian people in this matter. The contention has been that an alternative plan which would affect the Indians in only a minimal way would be not only just as good but more economical to construct.

A large share of the 65 persons at the Christian Social Action Institute in July in Framingham, Mass., signed a petition which was sent to President Kennedy, asking that he delay the final action in the matter until an impartial review by a competent board of engineers and economists could determine the relative merits of the alternative plans.

A reply has come to this petition from Lee C. White, Assistant Special Counsel to the President. The letter is as follows:

"The President has asked me to reply to your message concerning the Kinzua Dam being constructed on the Allegheny River in western Pennsylvania.

"After most careful consideration, it has been decided that it is not possible to halt the construction currently underway. It would not be proper to impound funds appropriated by the Congress after exhaustive Congressional review and after the courts sustained the legal right of the Federal Government to acquire the necessary lands.

"Despite the fact that construction must proceed to provide essential downstream flood protection, the Executive Departments and Agencies have been directed to consider providing the following special assistance to the Seneca Nation: (1) the possibility of securing a tract of land suitable for tribal purposes contiguous to the remaining Seneca lands in exchange for those taken; (2) any special damages attributable to the high proportion of total reservation lands being condemned; (3) assistance in reevaluating and developing the recreational potential of the reservoir to benefit the Senecas; and (4) providing trained social workers to assist individual families in relocating.

"Again let me assure you that this matter received complete review and that every proper action will be taken to insure that the adjustment required of the Senecas will be made as fairly and orderly as possible.

"Your interest in this matter is appreciated."

LEGISLATIVE SUMMARY

(Continued from Page 3, Col. 2)

tlement (HR 8291) providing aid for resettlement of refugees (escapees from Iron Curtain countries abroad and those seeking asylum here from Cuba), and authorizing the President to use up to \$10 million in any fiscal year in order to meet unexpected refugee and migration developments important to the national interest; (3) *Constitutional Amendment outlawing the poll tax* as a requirement for voting (S.J. Res. 81, H.J. Res. 404); (4) *Tax revision*, concerning which both houses held hearings but neither has passed legislation; and (5) the *Wilderness Bill* (S 174) which would establish a national wilderness preservation system providing that any time within 10 years, the President may recommend to Congress inclusion within the wilderness system of areas totaling approximately 54 million acres.

Considering that over 14,000 bills and resolutions were introduced during the less than 150 days the House and Senate were in session and that some 600 of these were enacted into law, it is presumptuous to assume in advance that the aforementioned bills will be the only major ones to be considered. Nevertheless, these represent some of those measures which will stir controversy in Washington and throughout the nation during the 1962 session of the 87th Congress.

Lewis I. Maddocks, Ph.D., Washington secretary of the Council for Christian Social

SOCIAL ACTION CALENDAR

January 21-28 — Church and Economic Life Week.

January 28-31 — Council for Christian Social Action, Buck Hill Falls, Pa.

February—MONTH OF EMPHASIS FOR CHRISTIAN SOCIAL ACTION.

February 6-8—Seminar on Christian Farmer and His Government, Washington, D. C.

February 11—Race Relations Sunday.

February 27-March 2—Churchmen's Washington Seminar, Washington, D. C.

April 24-26—United Church of Christ Washington Seminar, Washington, D. C.

On Family Fall-Out Shelters

The current interest in Family Fall-Out Shelters led to a discussion of this question by the Christian Citizenship Committee of the First Congregational Church of Darien, Conn. No shelters were being constructed by any of this group. Several felt that such shelters would be advisable, but no plans were afoot to build them. Most of the group had no present intention to build shelters. The majority view was that, if asked for an opinion, they would not advocate the building of family fall-out shelters.

Points raised in the discussion included:

Any large-scale promotion of family shelters could create hysteria and panic.

Our energies and emotions should be directed toward preventing nuclear war, rather than upon a problematical survival technique. What "world" would be left for families to come out into, and would survival be desirable in the kind of "world" left us after a nuclear disaster?

Would not a shelter program reduce an enemy's advantage in case of attack, and therefore be properly considered as an extension of our fire protection and defense systems?

Is not survival important, on whatever terms, as indicative of a belief in life?

Since there is no clear leadership by government officials, we should be cautious about advice from sources which could profit economically from an extensive building of shelters. Would shelters built now be out-moded by new developments in nuclear bombs?

Would the speeding up of a program of shelters show a face of fear to the world, or firmness and a resolve to survive?

Could a family shelter ethically be kept only for one's family, or should it be available to anyone in the area at a time of nuclear attack? Should force be used to keep neighbors out, or used to secure entrance to a shelter? Should locations of family shelters be made public or kept secret?

Should family shelters be provided at public expense, since many could not afford to build them?

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The Council for Christian Social Action unites the work of the Council for Social Action of the Congregational Christian Churches and the Commission on Christian Social Action of the Evangelical and Reformed Church.